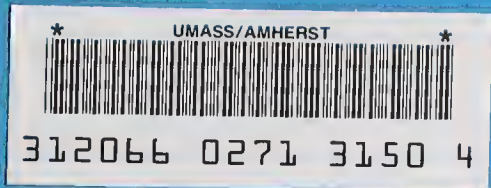


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CHAPTER 727 CARNEGIE SCHOOLS

Questions and Answers, #2
Summer, 1988

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CHAPTER 727

CARNEGIE SCHOOLS

Questions and Answers, #2

Developed by

Barbara Brauner Berns, *Director*
Office of Planning, Research and Evaluation

Susan Freedman, *Director*
Office of Community Education

Massachusetts Department of Education
Summer, 1988

The Commonwealth of Massachusetts Department of Education

1385 Hancock Street, Quincy, Massachusetts 02169-5183

August, 1988

To Individuals and Groups Interested in the Carnegie Schools Program:

Since the announcement of the Carnegie Schools Program, a very exciting provision of the recently enacted Chapter 727 Teacher Enhancement Bill, we have been inundated with calls and letters from inside and outside the Commonwealth. The interest in this program has greatly exceeded our expectations and the questions asked by many of you have been thought provoking. In order to respond to many of your concerns, **Carnegie Schools: Question and Answers** was prepared.

The questions you asked were supplemented by an even larger number of questions raised at brainstorming sessions which were part of a six-session Carnegie Schools Symposium co-sponsored in February and March by the Massachusetts Teacher Association and the Massachusetts Association of School Superintendents. Approximately eight hundred educators, parents and community leaders attended these regional meetings and have directly and indirectly contributed to the issues raised in this booklet, **Carnegie Schools: Questions and Answers, #2**.

Another avenue for identifying significant questions about the Carnegie School Program was discussions conducted in the fall with staff members and executive committees of educational organizations in Massachusetts. Among those helping to frame key issues were the Massachusetts associations representing elementary principals, middle school principals, secondary school principals, superintendents, and school committees. We also enjoyed opportunities to confer with representatives of the Massachusetts Federation of Teachers, Massachusetts Teachers Association, Massachusetts Association of Curriculum and Development, Department of Education's Community Education Advisory Council, and the Chapter 188 Evaluation Advisory Committee. To all who participated in these meetings, we are extremely appreciative.

Our role has been to synthesize the questions that emerged and to develop brief but responsive answers. We were pleased that practitioners and parents found our first booklet useful as they thought about themselves as potential Carnegie School applicants. We hope this booklet, with its additional questions, will also be a valuable resource.

Sincerely,



Harold Raynolds, Jr.
Commissioner

CARNEGIE SCHOOLS PROGRAM

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CARNEGIE SCHOOLS PROGRAM

Questions and Answers

Part I: Introduction to the Carnegie Schools Program

1. What is the purpose of the Carnegie Schools Grant Program?

This program encourages public schools to plan and develop innovative organizational and management systems at the school building level in order to improve students' learning and increase the empowerment of public school professionals.

2. What are the principle assumptions of a Carnegie School?

- The school is the basic unit of educational improvement.
- Learning is a life-long process, critical for professional educators and students.
- Superintendents, district staff, and school committees provide broad goals within systems; individual schools develop specific plans that meet their students' individual needs.
- Change and improvement are complex processes and require multi-year timelines.
- Teaching and learning cannot be improved substantially until a school's process for making decisions and allocating resources is restructured.

3. What are some processes and outcomes that fall under the umbrella of restructuring?

- Identifying educational goals that address the unique situations at each school
- Experimenting with the length of the school day and year
- Decentralizing decision-making by moving it to the building and classroom
- Increasing the constituencies represented in school decision-making
- Revising teaching methods
- Promoting collegial relationships
- Providing teaching strategies responsive to a range of learning styles among students

- Designing creative ways of grouping students
- Changing ways the school organizes and delivers curriculum
- Increasing opportunities for teacher development and advancement
- Providing teachers with opportunities to exercise new leadership roles and responsibilities
- Reducing bureaucracy
- Developing effective alliances among schools, businesses, and community agencies
- Integrating technology more effectively into the school program
- Creating a more positive atmosphere for learning

4. Must a school implement all of these changes in order to be a Carnegie model?

These ideas are provided as examples. However, a Carnegie School would be expected to have a plan that, over time, implements organizational change in a number of areas.

5. What is meant by the term "empowerment?"

The Carnegie Schools Program is intended to encourage major innovations in the operation and structuring of schools. A major thrust of this program is to "empower" school constituencies such as teachers and parents. This empowerment can take the following forms:

Empowering Teachers

- Providing teachers with a significant role in school decision-making
- Providing teachers with control over their work environment and work conditions
- Providing teachers with opportunities to contribute to the school in a range of professional roles: teacher, administrator, curriculum developer, mentor, learner
- Providing teachers with the flexibility to take advantage of community resources for the classroom

Empowering Parents

- Providing parents with a significant role in school decision-making
- Providing channels for parents to provide input and register concerns to school staff
- Providing parents with meaningful participation in their children's

education

- Providing parents with timely and important information on school policies, procedures, and programs

6. What will be the role of the building principal in a Carnegie School?

All educational research emphasizes the importance of the role of the principal in producing significant change. As a member of the Carnegie School Planning Team, principals will be key players as their schools engage in a process of change and renewal. Principals also will be in a leadership position to help empower teachers and parents and to enhance collegial relationships within the school.

All of the decision making and planning of Carnegie Schools will involve the active participation of the school principal.

7. Is there one successful Carnegie model?

Each school is unique in its student population, staff, organization, culture, and politics. No one model can be equally effective at all sites. Each model must be designed to meet the school's own needs and interests.

Nationally and internationally, a broad range of types of restructured schools are emerging. Research and literature are beginning to "come of age," but a program cannot be replicated without being adapted to local conditions. Applicants are cautioned about adopting a model that may not be compatible with their vision and situation.

8. Are other states and cities involved in efforts like the Carnegie Schools Program?

The states of Arkansas, Washington, and Maine are pioneering similar initiatives. Areas such as Dade County, Florida; Santa Fe, New Mexico; Hammond, Indiana; Rochester, New York; and Cincinnati, Ohio are often cited as models. The Coalition of Essential Schools, the Coalition for School Improvement, and the NEA Mastery Program have established pilot projects across the country that are all at early stages of development.

9. Is the Carnegie School student-centered, teacher-centered, or community-based?

It is difficult to single out one of these three descriptors, as all are accurate. The Carnegie School can best be described as learner-centered, with learners identified as students, teachers, administrators, and parents. The Carnegie School provides an environment that stimulates growth and learning for all involved.

Part II: Becoming a Carnegie School

10. Why would a school apply to the Carnegie Schools Program?

Teachers and administrators who want to improve the learning and teaching environment in their school may want to apply for a Carnegie School grant. This grant will give them the opportunity to develop a plan for organizational and management change that can enhance students' educational experiences and can improve the professional conditions for teaching. A school wishing to apply would be one that is committed to shared decision-making and has the support of the district to pursue various restructuring alternatives.

11. Could a group of schools decide to become a Carnegie district?

While at least one proposal involving multi-school participation will be awarded, funding will be provided primarily for individual schools. The local district does have the option of promoting restructuring activities and shared decision-making within all schools in the system.

12. How does a school apply for a Carnegie School planning grant?

a. The school forms a School-Based Planning Team which consists of:

- Building principal
- At least 5 teachers elected by their peers
- Two other professionals employed at the school
- Two parents of children attending the school, chosen in elections held by the local parent-teacher organization under the direction of the school's principal, or, if no such organization exists, chosen by the school committee
- One community representative
- In school buildings containing grades 9-12, inclusive, one secondary student attending the school, elected annually by students

b. The team develops a plan that, at a minimum, includes:

- A description of the proposed changes in school governance and organization
- A description of how these changes will positively affect the environment for teaching and student learning
- A statement of program objectives for each year of the plan and a description of indicators for assessing progress toward meeting the stated objectives

c. Grant period

- The planning grant period is up to one year.

13. Are there guidelines for the selection of the community representatives on the Carnegie School planning teams?

Schools may determine their own methods for identifying and selecting community representatives. These representatives may be residents of the schools' attendance area, if they are not parents of students at the school, or may be connected with organizations in the community, such as civic organizations, businesses, human service agencies, and cultural or educational institutions.

In selecting community representatives, schools may want to consider the unique perspective they would bring to a team planning process. Community representatives also can serve as linkers to community groups and agencies that may become valuable partners in helping to realize restructuring goals.

There are several approaches that can be used to identify community representatives:

- School groups may chose to put in place the teacher, parent, and student members of the council and ask this group to brainstorm ideas on community constituencies that would provide good representation on the Planning Team. From this list, a community representative could be selected.
- The school principal and staff may collaborate with other school groups, such as the PTO, SIC, and other advisory committees, to host a community forum as an initial step in initiating a Carnegie School planning process. At this meeting community volunteers may be recruited for participation on the planning team.
- Schools may choose to invite the individual who was appointed to be the community representative on the School Improvement Council to serve in that capacity on the planning team.

14. What is the role of the student member of the Planning Team?

Because the goal of the Carnegie School restructuring process is to enhance student learning, student representatives are important planning team members as they can communicate the students' perspective. In addition to reflecting the attitudes and desires of their peers, student representatives can survey their peers, get feedback at student meetings and gatherings, and link the planning team with formal and informal communication vehicles within the school.

15. What are the roles that parents will play in the restructuring process?

The Carnegie School Program provides numerous opportunities for parents to be involved in decision-making, planning, and program implementation in their schools. Parents also can help to build awareness of and support for programs through their parent networks.

School-community planning teams may want to consider the following parent-related approaches:

- Parents provide a link with the school's parent population and could reflect the attitudes and desires of parents.

- Parents can serve as communication links back to parent organizations and networks.
- Parents provide a perspective that is unique to their "interest group."
- Parents can be asked to survey and get opinions from other parents.
- Parents may be willing to engage in outreach activities to community organizations and resources.
- Parents can provide a gauge as to the ways in which parents are willing and able to support the school.
- Parents can assist in identifying the learning needs of students.
- Parents can assist in implementing restructuring goals through service in the school.
- Parents can reflect back to the planning team the response of parents, students, and others to changes that are made.

16. What are some ways to ensure that the teacher and parent members of planning teams are representative of their constituencies?

Carnegie School Planning Teams can maximize their representativeness by adopting strategies for selecting and defining the roles of their members. The following strategies have proven effective:

- Team members can be selected by their peers through several approaches. In schools with several grades or departments, teachers may want to elect representatives by grade or department. In schools with no parent organization, the school improvement council, other parent councils, and other parent groups may want to collaborate on developing a list of recommendations to submit to the school committee for its consideration.
- Planning teams can develop operating guidelines for their members which state that one of their responsibilities is to reflect the constituencies that they represent. These guidelines can suggest that members engage in formal and informal methods of surveying and assessing their constituencies' opinions. To allow for this process, the decision-making procedure of the team will need to provide time for this consultation before the team makes final decisions.

17. Could change occur between what the original proposal identifies as areas of restructuring and what ultimately is changed?

The year of planning will allow teams to weigh the strengths and weaknesses of different approaches to curriculum, instruction, organization, governance, and management. Therefore, it is quite possible that there will be discrepancies between the original proposal and the final plan.

18. **Who implements the plan that is developed as a result of the first year of the grant?**

Chapter 727 requires that a development team is established for this purpose. It may be the same group as the planning team or may be an expanded group.

19. **What happens at the end of the planning grant period?**

The Carnegie School plan is submitted to the local school committee and must be approved by a majority vote. The plan may be approved subject to obtaining appropriate waivers. The plan is submitted to the Board of Education for final approval. The Board may then award grants for administration and implementation for up to three successive years.

20. **What happens if a school-community team requires waivers?**

School-community planning teams may discover that exemptions from particular regulations, local school policies, or contractual obligations are necessary to implement their plans. Appropriate requests may be made to the Board of Education, which may approve requests if the intent of existing rights and protection is maintained or enhanced and if there is reasonable promise of improved student achievement.

In the case of waivers from contractual obligations, the school must negotiate with local associations through identified channels. If waivers are necessary, a process for securing them should be described in the school plan.

21. **What type of special issues may arise for Carnegie Schools?**

- a. Waivers from local school policies, contractual obligations, or the state may be required.
- b. Role of the school committee and superintendent may change when a school-based decision-making process is implemented.
- c. Role of the principal, teachers, and district-wide curriculum specialists and managers may be altered when restructuring occurs.
- d. Strategies for securing staff consensus and commitment may be a complicated process.
- e. Parent outreach and education will have to be initiated or expanded.

22. **What regulations and laws can be waived by the state?**

The Board of Education can waive regulations, not statutes. Waivers can be granted only after finding that the intent of students' rights/protections will be maintained or enhanced, and that there is reasonable promise of improved student achievement. For example, waivers may be requested for school day and year or for altering instructional hours for physical education. Waivers may be requested for particular certification regulations, although the Board cannot waive the statutory requirement that public school teachers and administrators must be appropriately certified. (It is important to

note, concerning certification, that there is now increased flexibility through the apprentice teachers program and the Certification Review Panel. Also, teachers may teach 20% of the time out of their certification area.)

23. Can a Carnegie School secure federal waivers?

The state has no authority to waive federal regulations or requirements. In appropriate cases, we may help a school to request increased flexibility from the federal government.

24. What school policies can be modified by collective bargaining?

There are many areas in which modifications may be requested. Schools may look for waivers in such areas as staff selection and evaluation, staff meeting schedules, professional development requirements and opportunities, teacher planning time, and class size.

25. What other local school policies might a Carnegie School seek to waive?

The school might request flexibility or exemption from local school district policies in such areas as allocation of student support services, selection of curriculum materials, grade organization, scheduling of instructional time, and so on.

26. What are the legal implications for principals?

The principal's statutory role is defined by Chapter 71, Section 59B. Basic accountability and potential liability for the principal, as they now exist, are expected to continue.

27. What will the Carnegie School's responsibility be to the surrounding schools and communities and to the Commonwealth?

Carnegie Schools, when appropriate, will be involved in activities, such as research, public presentations, conferences, etc., that will help to increase awareness of effective restructuring practices. Carnegie Schools also will submit annual reports to the Board of Education during the period of their grant.

Part III: Carnegie Schools and Other School Programs

28. What are the links between the Carnegie School Planning Team and the School Improvement Council (SIC)?

There are several ways in which the work of Carnegie School Planning Teams and SICs can connect and reinforce the process of school improvement.

- The SIC grant is one of several building level resources that the planning team will want to include in its inventory of school resources.
- Research completed by SICs can be shared with the planning team. Assessments of school needs, parent, teacher, student, and community survey results, and other data collected by the SIC will prove valuable to the planning team.

- Past and present SIC members can be tapped and involved in the Carnegie School Planning Team effort. Individuals who may serve on both bodies, such as the principal and some of the teachers, parents, students, and the community representative, can be information carriers between the groups. Individuals who have completed their service on a SIC may have valuable knowledge and experience to share.
- Planning teams may wish to add "extended," non-voting members to their group. These members could include representatives from each of the constituencies represented on the SIC and on other school site advisory committees.
- In some schools the SIC may choose to take on the responsibilities of the planning team. It may choose to expand its membership into the Planning Team in order to create an umbrella group that coordinates the SIC's and other's efforts at restructuring for school improvement.

29. It is possible to merge with other grant programs?

Evaluations of many school change programs demonstrate that the best schools are those that coordinate state and federal programs under one structural framework. Schools can be enhanced by directing funding from Chapter 188, Chapter 727, Chapter 636 and the Commonwealth Inservice Institute toward meeting coordinate goals for school populations.

Part IV: Technical Issues

30. Are there financial requirements for a Carnegie School?

A Carnegie School may be an individual public school or a school operated by an educational collaborative established under Chapter 40, Section 4E. A school may not receive grants from this program if:

- it is within a city, town or regional school district in which the share of local expenditures allocated to the support of public schools has declined since FY 86;
- it has received average per pupil support less than that received on average by other schools of the same classification and grade level in the district; or
- the absolute level of financial support for the public schools in the city, town, or regional school district has decreased.

In the case of a school district which fails to meet the above mentioned criteria, the Board may consider eligible those schools in which the per pupil educational portion of local expenditures, adjusted for inflation and other externalities, has not decreased in any year since FY 86.

31. Will there be guidelines for evaluating the impact of each Carnegie School?

Each school will design its own criteria and strategies for evaluation, based on the goals that it sets for itself.

The Department of Education will disseminate general guidelines for developing a system of self-evaluation that will allow schools to tell "what is working" and to make mid-course corrections and refinements as necessary.

Department staff and a network of peer consultants will provide technical assistance, on an individual basis, to help schools develop indicators and measures that reflect their specific goals. The information gathered through this self-assessment will assist schools in demonstrating progress in implementing their restructuring. This information also will be useful to schools as they develop their annual report for the Board of Education. The Board will base its grant renewal decisions on schools' reports on their implementation of their restructuring plan.

32. What type of technical assistance will be available for Carnegie Schools?

Schools may want assistance as they plan and develop their Carnegie School Program. While each school will determine the direction it wants to pursue, its planning team may welcome some outside assistance.

A valuable resource to local schools may be peers from other communities who have undertaken similar initiatives and are willing to share their experiences. Schools may also want to draw on the expertise and skills of individuals from the Department of Education, schools of education, community organizations, and other educational and professional development organizations.

A primary emphasis of the Department's technical assistance will be to identify and match resources and resource people who can provide an individualized response to the unique needs of school building/community teams.

To promote this timely and tailored response to local needs, the Department will:

- Provide participating schools with frequent opportunities to meet in order to share experiences and engage in joint problem-solving.
- Develop a network of practitioners who are willing to serve as peer consultants to each other.
- Coordinate a customized consultation service through which staff and peer consultants are matched with appropriate schools.
- Schedule training sessions as needed, based on the specific initiatives proposed by grant recipients in each cycle.

On-going programs of the Department, such as curriculum seminars and Commonwealth Inservice Institute grants, will also focus on issues related to Carnegie Schools.

CARNEGIE SCHOOLS PROGRAM

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**AN ACT ENHANCING THE TEACHING PROFESSION
AND RECOGNIZING EDUCATIONAL ACHIEVEMENT**

1 Section 8. Said chapter 15 is hereby further amended by adding
2 after section 62, added by section 2 of chapter 143 of the acts of
3 1987, the following three sections:

4 Section 63. There is hereby established a Carnegie school grant
5 program for the purpose of encouraging the public schools of the
6 commonwealth to plan and develop innovative organization and
7 management systems at the school building level, aimed at empowering
8 public school professionals and improving student learning. The
9 Carnegie school grant program shall encourage and support the
10 development of management systems that provide increased autonomy
11 and discretion for school-based professionals and shall encourage
12 innovative organizational strategies to enhance student learning.

13 Section 64. As used in sections sixty-three to sixty-five,
14 inclusive, the following words shall have the following meanings:

15 "Carnegie school," an individual public school, including a
16 school operated by an educational collaborative established under
17 section four E of chapter forty, which operates pursuant to a system
18 of governance set out in an approved Carnegie school plan.

19 "Carnegie school plan," a comprehensive three-year strategy
20 approved by the board of education which restructures the school
21 building governance and educational environment, and empowers public
22 school teachers and other professional staff by enabling them to
23 participate in and design the public school governance and
24 organization. Such plan may also include financial decisions on how
25 Carnegie school grant funds are to be allocated at the school
26 building level.

27 "Waiver," a written agreement between the school-based planning
28 team and an involved organization allowing exemptions from
29 regulations, local school policies, or contractual provisions which,
30 in the opinion of a school-based planning team, are necessary to
31 implement the provisions of the Carnegie school plan. Said waiver
32 may be approved by the board only when the board is convinced that
33 the intent of existing rights and protections accorded to students
34 is maintained or enhanced, and where there is reasonable promise of
35 improved student achievement.

36 Section 65. The board may award planning and implementation
37 grants to individual public schools which apply for approval as
38 Carnegie schools. In order to be eligible for approval as a
39 Carnegie school an individual public school, subject to the approval
40 of the school committees having jurisdiction over the public school,
41 shall submit an application to the board, developed by a
42 school-based planning team consisting of the building principal, at
43 least five teachers elected by their peers and two other
44 professionals employed at the school, two parents of children
45 attending the school, chosen in elections held by the local
46 parent-teacher organization under the direction of the principal of
47 such school or, if none exists, chosen by the school committee; for
48 school buildings containing any of the grades nine to twelve,
49 inclusive, one secondary student attending said school building
50 elected annually by the students of said grades, and one community
51 representative.

52 Each application shall set forth the plan for the proposed
53 Carnegie school, and shall include a detailed description of how the
54 school governance will be restructured; how increased student

55 learning will be achieved; the school's goals, including a
56 description of the process to be followed in obtaining necessary
57 approvals from the school committee and waivers from the appropriate
58 organizations; and the objectives to be accomplished in each of the
59 three years covered by the plan. The application may also include
60 the following: a description of the proposed means for
61 restructuring the school's governance, educational climate and
62 environment, a description of the impact that the restructuring will
63 have on the professional lives of teachers and other professional
64 staff, the impact on student learning, a description of the current
65 school organization, a statement of program objectives, and
66 procedures for evaluation of the program. In addition, the
67 application shall include the names of the individuals comprising a
68 development team which shall be responsible for implementation of
69 the approved Carnegie school plan. Said team may include, but shall
70 not be limited to school building teachers, administrators and other
71 professionals, parents of children attending the school,
72 representatives of the community, and school committee members.
73 Once the plan is developed, the staff of the school shall be given
74 the opportunity to sign the plan to indicate their support.

75 An individual school whose Carnegie school plan has received
76 initial approval by the board shall receive a one year planning
77 grant for the purpose of assisting the school-based planning team in
78 completing the planning necessary for full implementation of the
79 Carnegie school plan.

80 At the end of the period covered by the planning grant, the
81 school shall submit its Carnegie school implementation plan to the
82 board for final approval. Subject to the attainment of stated

83 goals, the board may annually award grants for not more than three
84 successive years for implementation and administration of Carnegie
85 school plans. In each such year award of the implementation grant
86 shall be subject to a determination by the board that the goals and
87 objectives set forth in the approved Carnegie school plan have been
88 achieved. No Carnegie school plan may be submitted for final
89 approval by the board for implementation unless it is approved by
90 majority vote of the school committee having jurisdiction over the
91 individual public school.

92 The department of education shall provide technical assistance
93 to schools whose Carnegie school plans have received initial
94 approval by the board.

95 Notwithstanding any general or special law to the contrary, a
96 school committee may approve the restructuring of school governance
97 pursuant to a Carnegie school plan. Said approval shall be subject
98 to obtaining the appropriate waivers.

99 Grants awarded under this section shall be deposited with the
100 town, city, collaborative, or regional district treasurer in a
101 separate account to be expended without further appropriation by the
102 Carnegie school development team pursuant to this section for the
103 purposes authorized by the Carnegie school planning or
104 implementation grants.

105 This account may also be credited with funds received from any
106 corporation, whether public or private; private individual; or from
107 any government.

108 No public school shall receive funds through the Carnegie school
109 grant program if, (1) said school is within a city, town, or
110 regional school district in which the share of local expenditures

111 allocated to the support of the public schools has declined since
112 fiscal year nineteen hundred and eighty-six, or (2) any schools
113 receiving Carnegie school grants have received average per pupil
114 support less than that received on average by other schools of the
115 same classification and grade level in the district, or (3) the
116 absolute level of financial support for the public schools in the
117 city, town, or regional school district has decreased. In the case
118 of a school district which fails to meet the aforementioned
119 criteria, the board of education may also consider eligible those
120 schools in which the per pupil educational portion of local
121 expenditures, adjusted for inflation and other externalities, has
122 not decreased in any year since fiscal year nineteen hundred and
123 eighty-six.

